

BY THE COMPTROLLER GENERAL

Report To The Congress

OF THE UNITED STATES

Examination Of The U.S. Government Printing Office's Financial Statements For The Fiscal Years Ended September 30, 1983 And 1982

GAO examined the financial statements of the Government Printing Office for the fiscal years ended September 30, 1983 and 1982 The examination was made in accordance with generally accepted government auditing standards

In GAO's opinion, the financial statements present fairly the financial position of the Government Printing Office as of September 30, 1983 and 1982, and the results of its operations for the years then ended, in conformity with generally accepted accounting principles



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COMPTROLLER GENERAL OF THE UNITED STATES WASHINGTON D.C 20548

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To the President of the Senate and the Speaker of the House of Representatives

The U.S. Government Printing Office (GPO) is responsible for furnishing printing and binding services ordered by the Congress, executive departments, and independent agencies of the federal government. In addition, GPO offers many publications for sale to the public.

This report transmits our opinion on GPO's financial state-ments for the fiscal years ended September 30, 1983 and 1982. Our audit was made in accordance with generally accepted government auditing standards and provisions of GPO's enabling legislation (44 U.S.C. 309(c)).

We are sending copies of this report to the Director of the Office of Management and Budget, the Chairman of the Joint Committee on Printing, and the Public Printer.

Comptroller General of the United States



COMPTROLLER GENERAL OF THE UNITED STATES WASHINGTON D.C. 20548

B-204646

To the Public Printer U.S. Government Printing Office

We have examined the consolidated balance sheets of the U.S. Government Printing Office as of September 30, 1983 and 1982, and the related consolidated statements of revenue and expense by function and retained earnings and changes in financial position for the years then ended. Our examinations were made pursuant to the audit authority contained in the U.S. Government Printing Office's enabling legislation (44 U.S.C. 309(c)) and in accordance with generally accepted government auditing standards and, accordingly, included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

In our opinion, the financial statements referred to above present fairly the financial position of the U.S. Government Printing Office as of September 30, 1983 and 1982, and the results of its operations and the changes in its financial position for the years then ended, in conformity with generally accepted accounting principles applied on a consistent basis.

Comptroller General of the United States

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APPENDIX I

REPORT ON INTERNAL ACCOUNTING CONTROLS

We have examined the financial statements of the U.S. Government Printing Office (GPO) for the years ended September 30, 1983 and 1982 and have issued our report thereon. As part of our examination, we made a study and evaluation of the system of internal accounting control of the U.S. Government Printing Office to the extent we considered necessary to evaluate the system as required by generally accepted government auditing standards. For the purpose of this report, we have classified the significant internal accounting controls in the following categories:

- --Treasury cycle.
- --Expenditure cycle.
- -- Payroll cycle.
- -- Conversion cycle.
- -- Revenue cycle.
- -- Financial reporting cycle.

Our study included all of the control categories listed above except that we did not evaluate the accounting controls over the Treasury and Payroll cycles because it was more efficient to expand substantive audit tests. The purpose of our study and evaluation was to determine the nature, timing, and extent of the auditing procedures necessary for expressing an opinion on GPO's financial statements. Our study and evaluation was more limited than would be necessary to express an opinion on the system of internal accounting control taken as a whole or on any of the categories of controls identified above.

The management of the U.S. Government Printing Office is responsible for establishing and maintaining a system of internal accounting control. In fulfilling this responsibility, management is required to assess the expected benefits and related costs of control procedures. The objectives of a system are to provide management with reasonable, but not absolute, assurance that (1) assets are safeguarded against loss from unauthorized use or disposition and (2) transactions are executed in accordance with management's authorization and recorded properly to permit the preparation of financial statements in accordance with generally accepted accounting principles. Because of inherent limitations in any system of internal accounting control, errors or irregularities may nevertheless occur and not be detected. Also, projection of any evaluation of the system to future periods is subject to the risk that procedures may become inadequate because of changes in conditions or that the degree of compliance with the procedures may deteriorate.

Our study and evaluation was made for the limited purpose described in the first paragraph and would not necessarily disclose all material weaknesses in the system. Accordingly, we do not

APPENDIX I

express an opinion on the system of internal accounting control of the U.S. Government Printing Office taken as a whole or on any of the categories of controls identified in the first paragraph. However, our study and evaluation disclosed no condition that we believed to be a material weakness. Some minor areas where management could improve its controls and procedures were discussed with GPO officials.

REPORT ON COMPLIANCE WITH LAWS AND REGULATIONS

We have examined the financial statements of the U.S. Government Printing Office for the years ended September 30, 1983 and 1982 and have issued our report thereon. Our examination was made in accordance with generally accepted government auditing standards and, accordingly, included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

In our opinion, the U.S. Government Printing Office complied with the terms and provisions of laws and regulations for the transactions tested that could have materially affected the entity's financial statements.

Nothing came to our attention in connection with our examination that caused us to believe that the agency was not in compliance with the terms and provisions of laws and regulations for those transactions not tested.

APPENDIX III

U.S. GOVERNMENT PRINTING OFFICE CONSOLIDATED BALANCE SHEET AS OF SEPTEMBER 30, 1983 AND 1982 (NOIES 1 and 2) (IN THOUSANDS OF DOLLARS)

ASSETS LIABILITIES AND INVESTMENT

	1983	1982		1983	1982
Current Assets			Current Liabilities		
Cash			Accounts payable (NOTE 6)	\$ 72,837	\$ 59,906
On-hand and in-transit	\$ 1,328	\$ 738	Advances from customers (NOTE 7)	30,766	26,710
Revolving fund	52,058	51,470	Accrued salaries and wages	6,182	6,135
Appropriations	82,807	77,473	Taxes and other withholdings	786	1,079
Accounts receivable (NOTE 3)	214,030	182,037			
Inventories (NOTE 4)			Total Current Liabilities	110,571	93,830
Publications for sale, net	9,717	12,534			
Paper, material and supplies	18,185	19,726	Other Liabilities		
•	·		Accrued annual leave	7,882	7,693
			Income from sales of publications		
			payable to U.S. Treasury (NOTE 8)	2,090	
			lotal Other Liabilities	9,972	7,693
Total Current Assets	378,125	343 <u>,9</u> 78	iotal Liabilities	120,543	101,021
Property, Plant, and Equipment (NOTE 5)			Investment of U.S. Government		
Land and buildings	17,638	17,594	Appropriations obligated but unexpended		
Equipment and building improvements	85,709	84,280	(SCHEDULE 1)	85,016	77,972
adarbane and adverse tables.	103,347	101,874	Revolving fund	•	
Less accumulated depreciation	48,613	47,490	Contributed capital (NOTE 9)	111,355	111,745
			Retained earnings	115,945	107,122
Net Property, Plant, and Equipment	54,734	54,384	·	-	
,	•	·	Total Revolving Fund	227,300	<u> 218,867</u>
			Total Investment	312,316	296,839
Total Assets	\$432,859	\$398,362	Total Liabilities and Investment	\$432,859	\$ <u>398,362</u>

APPENDIX III

U S GOVERNMEN] PRINTING OFFICE CONSOLIDATED STATEMENT OF REVENUE AND EXPENSE BY FUNCTION AND RETAINED LARNINGS FISCAL YEARS 1983 AND 1982 (NOTES | AND 2) (IN THOUSANDS OF DOLLARS)

	Plant Printing Operations	Procured Printing	Kegional Printing	Total Printing And Binding Operations	Supt of D Sale of Publications	ocuments S&E Programs	Eliminations	<u>1</u> 4 <u>8</u> 3 10t	ar GPO 1 <u>9</u> 82
Revenue Printing & Binding Sales of Publications Appropriation Reimbursements Total Revenue	\$186,463 \$ <u>186,463</u>	\$464,320 \$464,320	\$12,611 \$12,611	\$663, 394 \$663, 394	\$57,060 \$57,060 \$57,060	\$19,209 3,797 \$23,006	(\$25,984) (282) (\$26,266)	\$637,410 57,060 18,927 3 797 \$717,194	\$604 808 55 001 18,541 6 954 \$685,504
Expenses Publications sold Unsaleable publications Personnel comp. & benefits Transportation Rents comm & utils Printing & reproduction Other services Supplies & materials Depreciation	\$131 796 841 , 987 1,597 40,505 _4,364	\$ 17,18? 2,744 1 328 435,743 577 466 304	\$ 9.078 79 1 449 173 2,852 225	\$158 056 3,664 10 764 435,743 2,347 43 823 4,893	\$12.714 3.115 20.323 366 10.704 11.137 659 891 -342	* 8 674 285 9 68 9 68 8 874 473 626 8 6	(\$ 2 444) (33) (-89) (22 725) (347) (130) (98)	\$ 12 714 3 115 184 609 4,282 2+ 967 423 029 5 132 45,210 5,223	\$ 15 189 3 607 179 289 3 774 25 755 397 464 2 901 48,319 4 876
Total Expenses	\$187,090	\$ 458,34 <u>4</u>	\$ <u>13.856</u>	\$659 <u>.290</u>	\$50,251	\$23,0 <u>06</u>	(\$26,256)	\$ <u>706_281</u>	\$ <u>6</u> 81 174
NET INCOME/(LOSS)	(\$ 627)	\$ <u>5,</u> 976	(\$ <u>1,245</u>)	\$_4,104	\$_6 <u>,809</u>			\$ 10,913	\$ 4 130
Retained Earnings at Start of Year								107 122	102,592
Retained Earnings Before Payable to U.S. Treasury								\$118 035	\$107 122
Less Income from Sales of Publication Payable to U.S. Treasury	ons							2 <u>.0</u> 90 \$115,945	\$107,122
Retained Earnings at End of Year								m + 1777747	#107,122

U.S. GOVERNMENT PRINTING OFFICE
CONSOLIDATED STATEMENT OF CHANGES IN FINANCIAL POSITION
FISCAL YEARS ENDED SEPTEMBER 30, 1983 AND 1982 (NOTES 1 and 2)
(IN THOUSANDS OF DOLLARS)

	1983	1982
Funds Provided:		
Net income	\$10,913	\$ 4,130
Add expenses not requiring working capital:		,
Depreciation	5,223	4,876
Other	390	416
Total Funds Provided by Operations	16,526	9,422
Proceeds from sale of fixed assets	296	240
Increase in unexpended appropriations	34,435	27,938
Increase in contributed capital		4,600
Increase in accrued annual leave	189	748
Increase in funds payable to U.S. Treasury	2,090	
Total Funds Provided	53,536	42.948
Funds Applied:		
Purchase of fixed assets	6,259	16,020
Funds returned to U.S. Treasury	27,391	15,340
Decrease in contributed capital	390	380
Decrease in retained earnings	2,090	
Total Funds Applied	36,130	31,740
Increase in Working Capital	\$ <u>17,406</u>	\$ <u>11,208</u>
CHANGES IN WORKING C.	APITAL	
Current Assets:	1602	1000
Cash:	1983	1982
On-hand and in-transit	\$ 590	(\$ 361)
Revolving fund	588	28,778
Appropriations	5,334	(5,145)
Accounts receivable	31,993	(17,381)
Publications for sale	(2,817)	(4,324)
Paper, materials and supplies	(1.541)	605
Current Liabilities:		
Accounts payable	(12,931)	12,714
Advances from customers	(4.056)	(1.965)
Accrued salaries and wages	(47)	(1,388)
Taxes and other withholdings	293	(325)

The accompanying notes are an integral part of these financial statements.

\$17,406

\$11,208

Increase in Working Capital

APPENDIX III

Schedule 1

U.S. GOVERNMENT PRINTING OFFICE STATUS OF APPROPRIATED FUNDS FISCAL YEARS ENDED SEPTEMBER 30, 1983 and 1982 (NOTES 1 and 2) (IN THOUSANDS OF DOLLARS)

	Congressional Printing and Binding	Printing and Binding	Salaries and Expenses	Total Appro 1983	priated Funds 1982
Unexpended Appropriations at Beginning of Year	\$ 50,507	\$11,219	\$16,246	\$ 77,972	\$ 65,373
Funds Provided					
Appropriations	81,747	12,791	27,291	121,829	129,851
Reimbursements			3,797	3,797	6,954
Other					342
lotal Funds Provided	132,254	24,010	47,334	∠03,59 <u>8</u>	<u>202,520</u>
Funds Applied					
Amounts transferred to the revolving fund t	or				
Printing and Binding(Schedule 2)	56,038	12,147		68,185	77,846
Federal Register			309	309	1,198
Distributions for other agencies		·	6,233	6,233	8,165
Depository library distribution			13,848	13,848	14,387
Cataloging and indexing			2,616	2,616	3,012
Purchase of land					4,600
Funds returned to U.S. Treasury	17,331	3,160	6,900	27,391	15,340
Total Funds Applied	73,369	15,307	29,906	118,582	124,548
Appropriations Obligated but Unexpended at End of Year	\$ 58,885	\$ 8,703	\$ <u>17,</u> 428	\$ 85,016	\$ 77,972

Schedule 2

U.S. GOVERNMENT PRINTING OFFICE TRANSFERS TO REVOLVING FUND FROM PRINTING AND BINDING APPROPRIATIONS FISCAL YEARS ENDED SEPTEMBER 30, 1983 AND 1982 (NOTES 1 AND 2) (IN THOUSANDS OF DOLLARS)

	1983	1982
Hearings	\$16,684	\$20,730
Miscellaneous printing and binding	8,720	8,267
Bills, resolutions and amendments	7,552	5,826
Miscellaneous publications	4,130	6,410
Committee prints	2,956	3,879
House and Senate calendars	1,256	1,918
Documents	1,571	2,315
Committee reports	2,827	2,613
Franked envelopes	759	1,054
Publications for International Exchange	5 31	1,654
Document franks	102	109
Details to Congress	5,324	5,311
Government Manual 1/	-0-	109
Weekly Compilation of Presidential Documents	1/ -0-	77
Public Papers of the President 1/	78	123
Congressional Record Daily	11,794	13,093
Congressional Record Index	797	817
Congressional Record B1-Weekly	104	435
Congressional Record Bound	3,000	3,076
Total Transfers	\$ <u>68, 185</u>	\$ <u>77,846</u>

 $[\]frac{1}{R}$ Beginning with Fiscal Year 1982 these publications are financed by the Revolving Fund with reimbursement made by the customer agencies. Transfers in 1982 and 1983 are for prior years.

U.S. GOVERNMENT PRINTING OFFICE NOTES TO FINANCIAL STATEMENTS AS OF SEPTEMBER 30, 1983 AND SEPTEMBER 30, 1982

(1) ORGANIZATION

The Government Printing Office provides printing, binding, and distribution services to the Congress and Federal agencies and distributes publications to the public. Title 44 of the U.S. Code established the Government Printing Office Revolving Fund to finance operations. The Revolving Fund is reimbursed by payments from the agencies and by transfers from the following appropriations

--The Congressional Printing and Binding Appropriation is for printing and binding performed directly for Congress.

--The Printing and Binding Appropriation is for printing and binding of Government publications authorized by law to be distributed without charge to the recipients.

--The Salaries and Expenses Appropriation is for expenses incurred by the Superintendent of Documents' operations for depository library and other by-law distribution of publications and for the cataloging and indexing of Government publications.

(2) SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

<u>Principles of Consolidation</u> - The consolidated financial statements include all funds of the Government Printing Office. Inter-fund and inter-operational transactions and balances have been eliminated and the Fiscal Year 1982 amounts for inter-office transfers and eliminations have been restated to conform to Fiscal Year 1983 statement presentation.

Basis of Accounting - Assets, liabilities, revenue and expenses are recognized on the accrual basis of accounting following generally accepted accounting principles.

Expense Allocation - General and administrative expenses have been distributed among the various expense categories. To the extent practicable, General and administrative expenses were allocated to the various programs based on the estimated level of effort associated with each program.

Revenue Recognition - Printing and binding revenue is recognized on the basis of work performed by the Printing Office due to the fact that all printing and binding work is required by law to be reimbursed on the basis of services rendered. Revenue on work procured from commercial printers is recognized when work is delivered. The Superintendent of Documents, which distributes and sells publications to the public, recognizes revenue when publications have been shipped, or when services have been performed.

<u>Inventories</u> - Inventories are priced at the lower of cost or market. Various inventory valuation methods are used to determine their cost; publications for sale are computed using the average cost method; materials and supplies are computed using the moving average method; and paper is computed using the first-in, first-out method.

Property, Plant, and Equipment - Property, plant, and equipment is carried at cost. Expenditures which substantially increase the useful life of the assets are capitalized. Maintenance and repairs are expensed as incurred. Depreciation is computed using the straight-line method with estimated useful lives ranging from 42 to 50 years for buildings and from 3 to 30 years for equipment and building appurtenances. Fully depreciated assets still in use totaled \$15,407,848 if 1983. Retirements are removed from the accounts.

<u>Pensions</u> - The Government Printing Office employees are covered by the Civil Service Retirement and Disability Fund. Consequently, Government Printing Office has the responsibility for withholding seven percent of each employee's salary and for contributing a matching amount to the plan. Government Printing Office's matching amounts were \$10,686,915 and \$11,327,797 in 1983 and 1982, respectively.

(3) ACCOUNTS RECEIVABLE

Accounts receivable as of September 30, 1983 and 1982, is comprised of the following:

Accounts Receivable	1983	<u>1982</u>
Billed to Government		
Agencies	\$ 25,626,098	\$ 27,492,736
Unbilled completed work	164,791,404	134,356,404
Unbilled work in process	21,718,800	19,315,204
Other	1,893,981	872,765
Totals	\$ <u>214,030,283</u>	\$182,037,109

The Government Printing Office does not establish an Allowance for Doubtful Accounts because government agencies are required to reimburse it for all work performed on their behalf. Prior accounts receivable loss experiences do not justify the need for an allowance.

(4) INVENTORIES

The inventory of publications for sale is net of an allowance for unsaleable publications amounting to \$2,780,613 and \$2,570,777 for Fiscal Years 1983 and 1982, respectively. For 1983 and 1982, paper, materials and supplies are comprised of \$11,030,833 and \$12,860,295 for paper, and \$7,153,737 and \$6,865,127 for materials and supplies, respectively.

(5) PROPERTY, PLANT, AND EQUIPMENT

Property, plant, and equipment as of September 30, 1983 and 1982 is as follows:

		1983		1982
	Acquisition	Accumulated	Ne t	Net
	<u>Value</u>	<u>Depreciation</u>	Book Value	Book Value
Land	\$ 8,982,726		\$ 8,982,726	\$ 8,938,326
Buildings	8,655,859	\$ 8,077,021	578,838	677,646
Building improvements	26,208,048	11.378,778	14,829,270	18,537,634
Leasehold improvements	96,864	33,297	63,567	
Plant machinery and				
equipment	53,831,285	26,788,672	27,042,613	22,764,742
Office machinery and				
equipment	3,369,300	1,680,057	1,689,243	2,106,222
Furniture and fixtures	261,118	162,909	98,209	151,591
Motor vehicles	657,143	492,693	164,450	235,263
Capital improvements				
in progress	1,285,483		1,285,483	973,047
Totals	\$103,347,826	\$48,613,427	\$54,734,399	\$ <u>54,384,471</u>

Purchases of land, equipment, and other property for Fiscal Years 1983 and 1982 were \$6,258,852 and \$16,020,307, respectively. Land adjacent to the Government Printing Office was acquired for \$8,509,012 during Fiscal Year 1982. Acquisition value includes \$4,122,279 in percentage completion payments for equipment that is not fully operational and, therefore, not being depreciated. Repairs and maintenance costs are expensed; and in Fiscal Year 1982, included \$618,000 for renovation of offices of the Personnel Service. Depreciation expense for Fiscal Years 1983 and 1982 was \$5,223,000 and \$4,876,000 respectively.

Depreciation expense for equipment and building improvements is recovered from billings to customer agencies. Buildings and structures have been paid for from Congressional appropriations. Accordingly, depreciation is recorded but not reimbursed on these items.

(6) ACCOUNTS PAYABLE

Accounts payable as of September 30, 1983 and 1982 is comprised of the following:

Accounts Payable	$\frac{1983}{2}$	1982
Commercial printing Other	\$62,735,815 10,101,545	\$52,152,145 _7,752,785
Totals	\$ <u>72,837,360</u>	\$ <u>59,904,930</u>

Accounts payable for commercial printing is recorded on the constructive date of delivery. Other accounts payable is also recorded when services are rendered or when the goods are received.

(7) ADVANCES FROM CUSTOMERS

Advances from customers as of September 30, 1983 and 1982 are comprised of the following:

<u>Advances</u>	<u>1983</u>	1982
Advance billings to customer agencies		
for printing services	\$ 4,132,229	\$ 3,035,561
Customer deposits for publications	7,526,742	6,971,533
Subscriptions	17,850,987	15,091,072
Undelivered publication orders	1,256,302	1,612,084
Totals	\$30,766,260	\$26,710,250

Advances from customers represent amounts which have been received by the Government Printing Office but not earned. In 1982, the procedure for estimating deferred subscription revenue was improved in order to more closely match revenues with delivery of publications. Net income of the Superintendent of Documents Sales of Publications operation was increased in 1982 by \$1,947,285 due to this change in estimate.

(8) AMOUNT DUE U.S. TREASURY

Title 44 requires the Government Printing Office to deposit in the U.S. Treasury receipts from sales of publications in excess of total costs and expenses incurred in connection with the publication and the sale thereof, as determined by the Public Printer. This amount for 1983 is \$2,090,000 determined as follows:

Cumulative (loss) of Sales Program less	
payments made to U.S. Treasury as of	
September 30, 1981	(\$9,650,000)
Net income from sales of publications, 1982	4,931,000
Net income from sales of publications, 1983	6,809,000
Amount due U.S. Treasury, September 30, 1983	\$ <u>2,090,000</u>

(9) CONTRIBUTED CAPITAL

Contributed capital as of September 30, 1983 and 1982 was derived from the following:

Contributed Capital	<u>1983</u>	1982
Appropriations for improvements to air conditioning and electrical system Appropriations for working capital	\$ 12,900,000 62,600,000	\$ 12,900,000 62,600,000
Beginning net worth when the Revolving Fund was established Donated equipment Book value of contributed buildings and land	33,807,127 1,039,859 1,008,152	33,807,127 1,330,512 1,106,960
Totals	$\$\frac{111,355,138}{111,355,138}$	$\$\frac{111,744,599}{111,744,599}$

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